



MONTROSE INTERAGENCY FIRE MANAGEMENT UNIT

Grand Mesa, Uncompahgre, and Gunnison National Forests (USFS);
Gunnison and Uncompahgre Field Offices (BLM); Curecanti National Recreation Area
and Black Canyon of the Gunnison National Park (NPS)

WILDFIRE PREVENTION GUIDE

2010

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Contents

TABLE OF CONTENTS

INTRODUCTION	page 3
Purpose	
Objectives	
Supporting Documents	
Montrose Interagency Fire Management Unit Description	
FIRE STATISTICAL ANALYSIS	page 7
Fire History	
Risk, Hazard and Values	
PREVENTION	page 13
Applying Strategies to Wildfire Prevention	
Wildfire Prevention Cycle	
Public Information	
Community Wildfire Protection Plans	
West Region Wildfire Council	
Partners in Prevention	
Smokey Bear	
Firewise Communities Program	
ASSISTANCE AGREEMENTS and GRANTS	page 28
Community Assistance	
Rural Fire Assistance	
Ready Reserve Program	
Title III, Secure Rural Schools Act	
FIRE RESTRICTIONS and CLOSURES	page 31
Initiating a Restriction	
Rescinding a Restriction	
Stage I, II, and III Restrictions	
Fire Restriction Evaluation Guidelines	
INVESTIGATION	page 35
TRESPASS	page 36
PREVENTION SIGNS	page 37
EVALUATION	page 38
APPENDIX A: CO BLM Mitigation, Education and Prevention Strategy	page 39
APPENDIX B: MIFMU Vision Document	page 40
APPENDIX B: MIFMU Organization Chart	page 44
APPENDIX D: Glossary of Terms	page 45



INTRODUCTION

Purpose

The Wildfire Prevention Guide for the Montrose Interagency Fire Management Unit (MIFMU) was developed for the Grand Mesa, Uncompahgre, and Gunnison National Forests (USFS); Gunnison and Uncompahgre Field Offices (BLM); Curecanti National Recreation Area and Black Canyon of the Gunnison National Park (NPS).

The intent of the plan is to develop a single, integrated operational guide that provides instructions and strategies for managing prevention, mitigation, and education activities in the three fire zones on the Montrose Interagency Unit Fire Management Unit: Gunnison Zone, Ouray Zone, and Norwood Zone. This Guide was also developed through cooperative efforts with the Colorado State Forest Service (CSFS) and county emergency managers and fire districts from the six counties in the Montrose Interagency Fire Management Unit: Delta, Gunnison, Hinsdale, Montrose, Ouray and San Miguel.

The MIFMU Fuels Fire Management Officer (FMO) will be responsible for the administration of funding and oversight for the program identified through this planning effort. The MIFMU Fire Mitigation/Education Specialist will be responsible for coordination of the program and implementation of aspects of the program. However, some aspects of the program will be implemented and monitored at the zone level, with the goal of engaging fire unit personnel and affected stakeholders in understanding and promoting fire prevention and mitigation.

Objectives

The Wildfire Prevention Guide's primary objectives are to:

- Summarize MIFMU fires by cause, acreage, and time of year.
- Identify risks, hazards and values where fire occurrence poses a threat of resource damaging fires.
- Identify problem areas, causal factors and increasing trends, and implement measures targeting the reduction of human-caused fires in these areas.
- Prioritize prevention efforts in locations with the highest hazards and most values at risk.
- Develop a single integrated operational guide that provides direction and instructions on how to manage prevention activities for the Unit.
- Unite the fire prevention efforts into an integrated cohesive work group.
- Create an awareness for wildfire prevention challenges so that all employees can share in the responsibility for prevention of fires when possible.

Supporting Documents

Guidance for developing, implementing, enforcing, and monitoring a fire prevention and mitigation program in the Montrose Interagency Fire Management Unit is outlined in the following U.S. Department of Interior and U.S. Department of Agriculture regulations and manuals:



- Bureau of Land Management - Wildland Fire Prevention, Mitigation, and Education Planning Handbook (H-9212-1)
- Bureau of Land Management - Fire Trespass Handbook (H-9238-1)
- United States Forest Service - Rocky Mountain Region, Fire Prevention Program Strategic Plan
- National Park Service - Reference Manual 18, Chapter 6
- National Park Service - Wildland Fire Prevention Handbook
- Wildfire Prevention Regulation (43 CFR 9212)

The Bureau of Land Management Fire Prevention Manual requires that there be statewide Fire Prevention Plans in place for each state. Local units are also required to have written plans in place or have their prevention issues adequately addressed within their respective Fire Management Plans (FMPs).

Each Fire Management Unit with administrative responsibilities for BLM lands in Colorado is required to develop and implement an approved Unit Wildfire Prevention Plan by May 1, 2010 according to Information Bulletin (IB) No. CO-2010-006. This IB addresses the findings of the Colorado Fuels Management, Community Assistance, and Fire Planning Program Evaluation of May 2009 which identified that, “there is no statewide level Fire Prevention Plan.” IB No. CO-2010-006 provides guidance in facilitating additional coordination and communication between Agency Administrators, Unit Fire Managers, Unit Fuels Specialists and Unit Mitigation/Education Specialists.

Montrose Interagency Fire Management Unit Description

The principle mission of the Montrose Interagency Fire Management Unit is to provide mobilization of all emergency response resources utilizing established procedures. Resources are dispatched to anticipated and existing emergency incidents, preparedness activities, severity, as well as wildland and prescribed fire needs. This mission is accomplished through planning, communication, situation monitoring, need projection, and expedition of resource orders between federal land management agencies, state agencies and other cooperators within the Montrose Interagency Coordinating Group.

Our geographic area encompasses 5,638,241 acres of which 2,174,404 acres are managed by USFS, 1,369,564 acres are managed by the BLM, 71,280 acres are managed by the NPS, 34,735 acres are managed by the Colorado Division of Wildlife (CDOW), 17,137 acres are managed by the state, and 830 acres are managed by cities. Over 834,000 acres are designated as Wilderness Areas or Wilderness Study Areas. The Unit is located in west-central Colorado, roughly stretching west to east from the Utah State line to the Continental Divide and north to south from the Grand Mesa to the San Juan Mountains (Figure 1).

Vegetation types include grasses (*spp.*) in the lower country, oakbrush (*Quercus gambelii*), pinyon pine (*Pinus edulis*), Utah juniper (*Juniperus osteosperma*), Rocky



Mountain juniper (*Juniperus scopulorum*), ponderosa pines (*Pinus ponderosa*), to aspen (*Populus tremuloides*), blue spruce (*Picea pungens*), Douglas fir (*Pseudotsuga menziesii*), and even lodgepole pine (*Pinus contorta*) in the upper elevations (Figure 2).

Elevations range from 4,500 to over 14,000 feet above sea level (MSL). Climate conditions range from mild to extreme, depending on the season and elevation. Climate types range from desert to alpine tundra and temperature and weather conditions can change rapidly. Thunderstorms are common from early summer through late fall and can become severe as they build into the afternoon. Snow can fall in the mountains any month of the year.

The total population within the MIFMU response area is estimated at 101,501 (Table 1). Population densities are centered around the cities of Montrose, Delta, and Gunnison and decrease dramatically in the rural communities of the six counties.

County	Population	
	Census 2000	Estimate 2008
Delta	27,834	31,600
Gunnison	13,956	15,259
Hinsdale	790	866
Montrose	33,432	41,302
Ouray	3,742	4,703
San Miguel	6,594	7,771
TOTAL	86,348	101,501

Table 1. Population by County

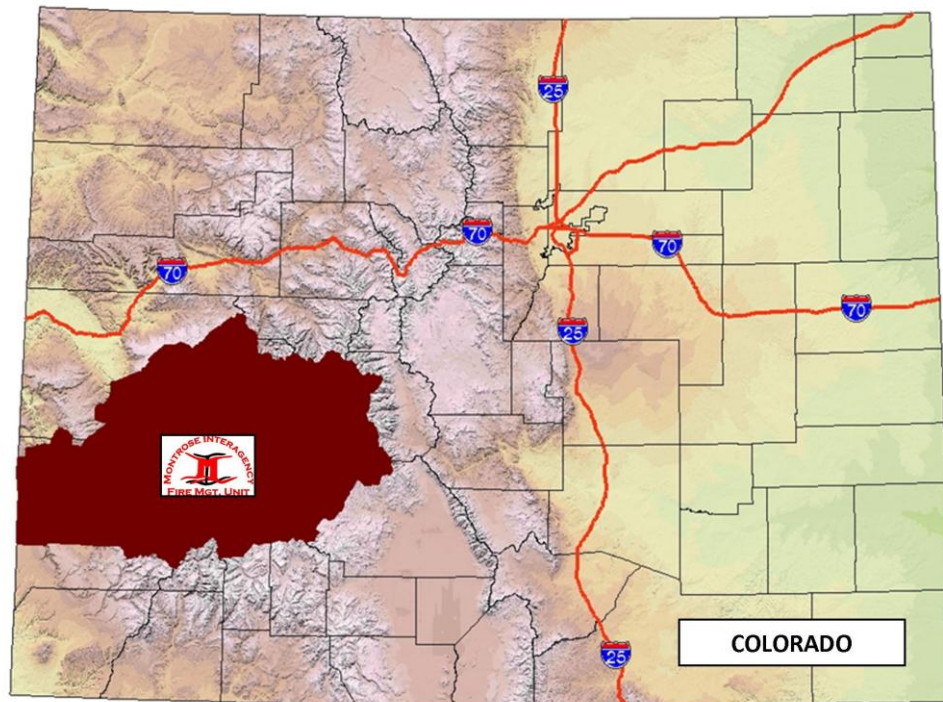


Figure 1. Montrose Interagency Fire Management Unit, Colorado

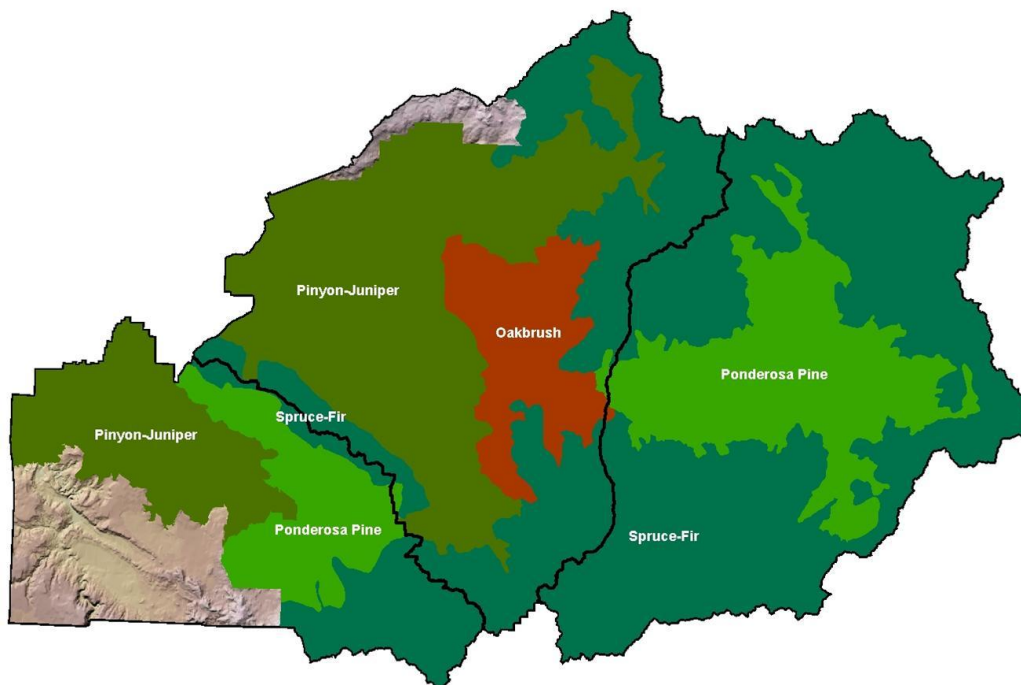


Figure 2. Fuel Types within Montrose Interagency Fire Management Unit

FIRE STATISTICAL ANALYSIS

Fire History

Throughout the West, fire has been a naturally occurring process that predates humans. Prior to European settlement, fires resulting from lightning were a natural process that effectively managed vegetation for millennia. During the last 100 years natural fire regimes have been disrupted throughout the West due to human habitation. At the same time, there has been a dramatic increase in human caused wildfires. While fire history within the Montrose Interagency Fire Management Unit is dominated by lightning caused (natural) fires, a continued increase in human caused fires should be anticipated as population in the area increases over time.

The fire statistical analysis in this guide was completed using fire history from the past ten year period (1999 – 2008). Fire history data for the past thirty year period (1980-2008) is similar and consistent with the ten year analysis. The analysis will be done annually – looking at the previous ten year period. The intention is to identify potential changes in fire cause over time. Additionally, the ten year analysis will correlate with fire history analysis done annually for the Unit's Fire Management Plan (FMP).

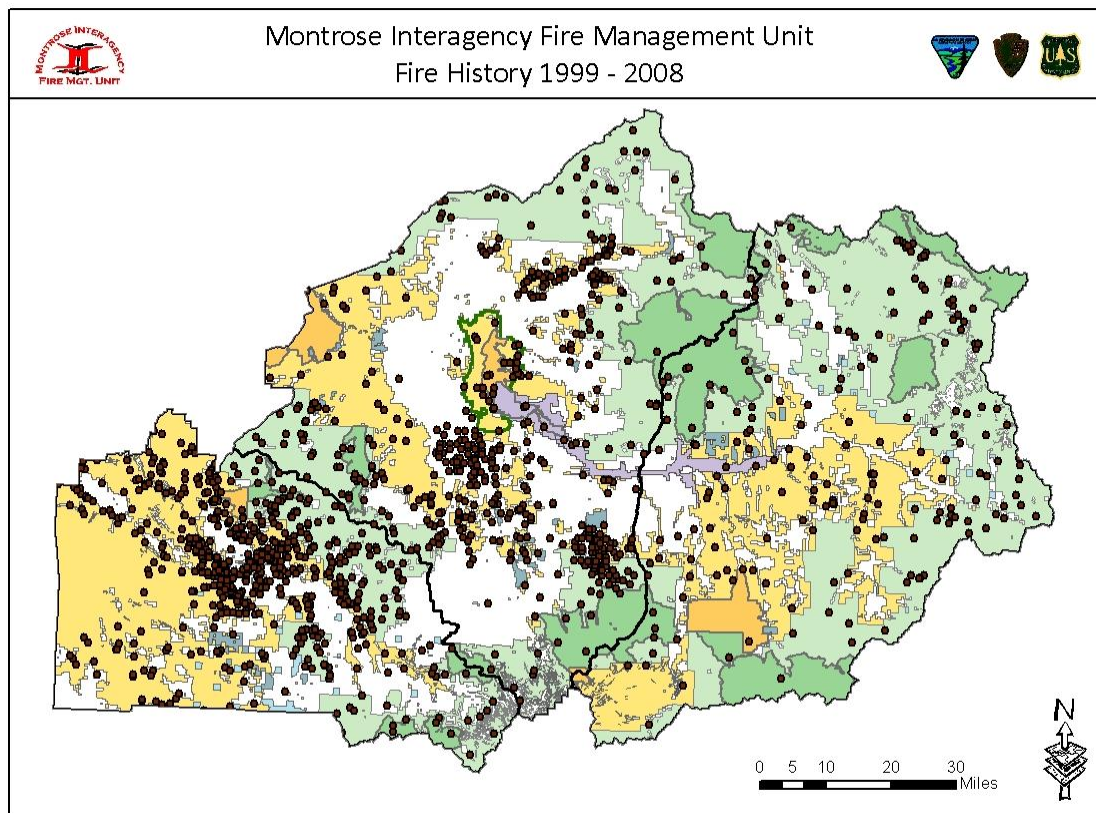


Figure 3. Fire History within Montrose Interagency Fire Management Unit

The following figures and tables are examples of the fire statistical analysis that can be produced using fire history data for the Montrose Interagency Fire Management Unit. The results help to identify trends that occurring over time and geographic areas. Further, the information helps to determine specific wildfire prevention actions.

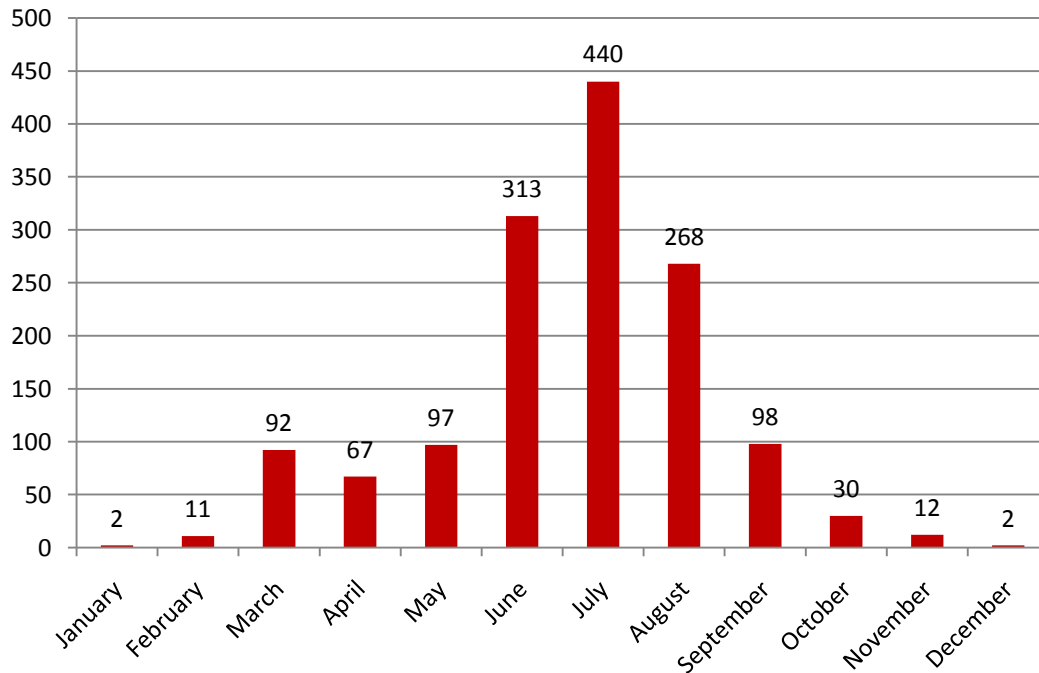


Figure 4. MIFMU Wildfire Occurrence by Month, 1999 - 2008

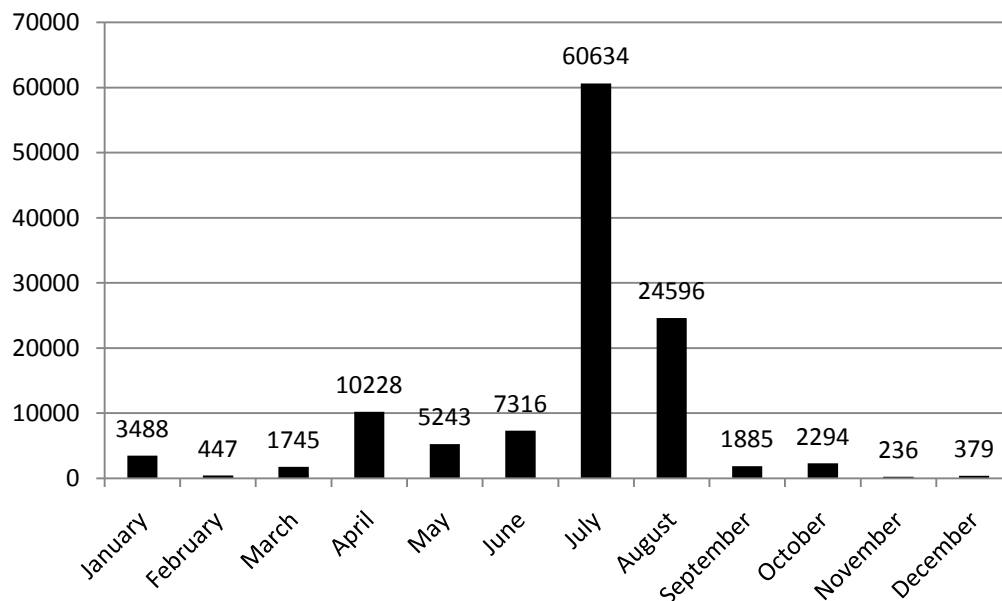


Figure 5. MIFMU Acres Burned by Month, 1999 - 2008

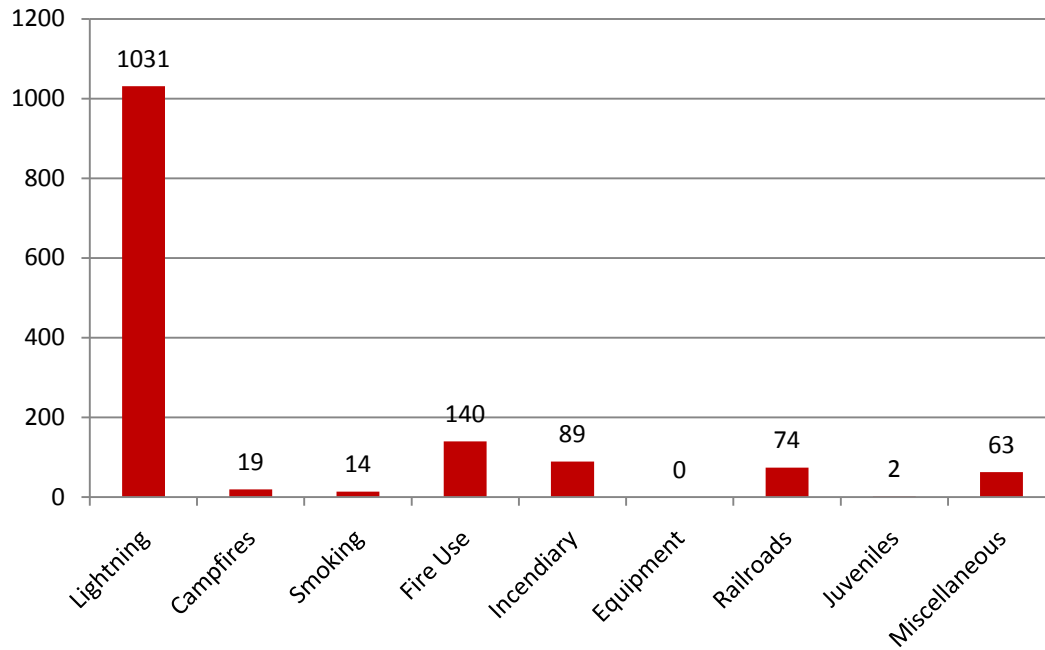


Figure 6. MIFMU Wildfire Occurrence by Cause, 1999 - 2008

Gunnison Zone										
	Lightning	Campfires	Smoking	Fire Use	Incendiary	Equipment	Railroads	Juveniles	Miscellaneous	TOTAL
January	0	0	0	0	0	0	0	0	0	0
February	0	0	0	0	0	0	0	0	0	0
March	0	0	0	0	3	0	1	0	0	4
April	0	2	0	1	1	0	0	0	1	5
May	5	1	0	2	1	0	0	0	1	10
June	26	2	0	9	2	0	1	0	1	41
July	60	1	0	11	1	0	11	0	2	86
August	24	0	0	11	0	0	0	0	1	36
September	6	0	0	9	0	0	0	0	1	16
October	0	1	0	6	0	0	0	0	0	7
November	0	1	0	3	0	0	0	0	0	4
December	0	0	0	0	1	0	0	0	0	1
TOTAL	121	8	0	52	9	0	13	0	7	210

Table 2. Gunnison Zone Wildfires by Month, 1999 - 2008

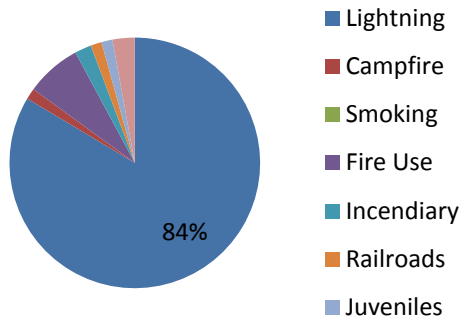
Ouray Zone										
	Lightning	Campfires	Smoking	Fire Use	Incendiary	Equipment	Railroads	Juveniles	Miscellaneous	TOTAL
January	0	0	1	0	0	0	1	0	0	2
February	0	0	0	2	5	0	3	0	1	11
March	1	2	2	20	32	0	24	0	5	86
April	0	0	0	17	19	0	12	1	11	60
May	27	1	1	8	4	0	3	0	6	50
June	54	1	1	8	4	0	5	0	11	84
July	106	2	2	11	3	0	9	1	12	146
August	84	1	1	8	1	0	1	0	3	99
September	37	0	2	3	2	0	0	0	2	46
October	4	0	0	5	5	0	1	0	0	15
November	1	0	0	2	2	0	2	0	1	8
December	0	0	1	0	0	0	0	0	0	1
TOTAL	314	7	11	84	77	0	61	2	52	608

Table 3. Ouray Zone Wildfires by Month, 1999 – 2008

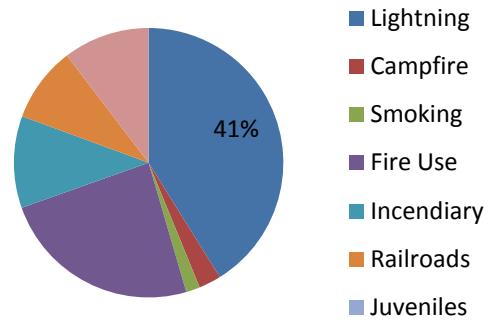
Norwood Zone										
	Lightning	Campfires	Smoking	Fire Use	Incendiary	Equipment	Railroads	Juveniles	Miscellaneous	TOTAL
January	0	0	0	0	0	0	0	0	0	0
February	0	0	0	0	0	0	0	0	0	0
March	0	0	1	1	0	0	0	0	0	2
April	1	0	0	0	0	0	0	0	1	2
May	35	0	0	1	1	0	0	0	1	38
June	183	3	1	1	0	0	0	0	0	188
July	202	1	1	0	1	0	0	0	2	207
August	133	0	0	0	0	0	0	0	0	133
September	36	0	0	0	0	0	0	0	0	36
October	6	0	0	1	1	0	0	0	0	8
November	0	0	0	0	0	0	0	0	0	0
December	0	0	0	0	0	0	0	0	0	0
TOTAL	596	4	3	4	3	0	0	0	4	614

Table 4. Norwood Zone Wildfires by Month, 1999 - 2008

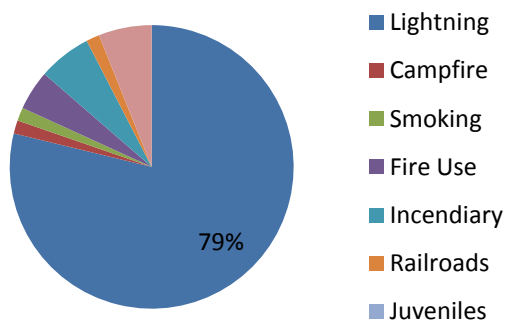
Delta County



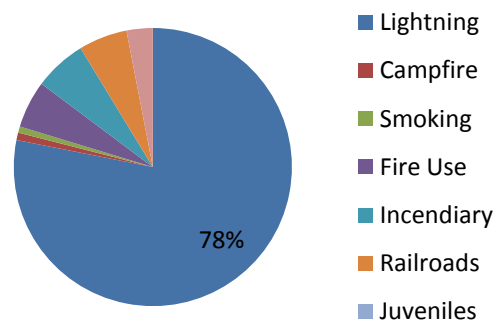
Gunnison County



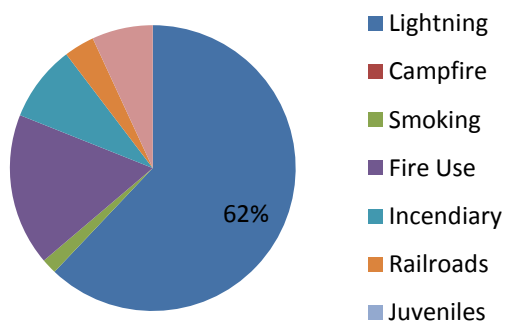
Hinsdale County



Montrose County



Ouray County



San Miguel County

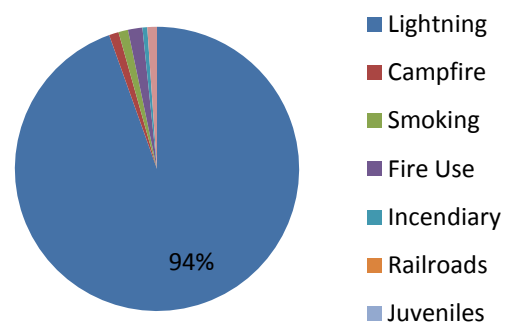


Figure 7. Wildfire by Cause for Counties within MIFMU, 1999 - 2008



Risk, Hazard and Values

The Wildfire Prevention Guide is designed to identify actions that can reduce the number of human-caused fires and mitigate the loss from natural fires. Wildland fire prevention actions will be directed toward ignitions which pose the greatest potential to cause unacceptable damage or loss. Problems or potential problems must be identified in order to properly direct prevention efforts.

The three components typically assessed to identify priorities in the prevention programs are risks, hazards, and values.

Risks: Risk is defined as “*the potential to ignite.*” This is primarily determined by the fire history of the area. Wherever there is human activity or the occurrence of lightning, the potential for an ignition exists. In lightning prone areas such as the Montrose Interagency Fire Management Unit’s area of responsibility, fire prevention actions can reduce the size, suppression costs, and resource loss from a fire. Home preparedness, community evacuation plans, and fuel mitigation practices are important prevention education actions in lightning prone areas (Fire Prevention Education II, P-301).

Hazards: Hazard is “*the potential to burn.*” Hazard is defined as the fuel and topography of the area (Fire Prevention Education II, P-301). The assessment of hazard describes the ability to control a fire and determines the potential for large fires in a given area.

Values: Value is “*the potential for loss.*” Values are defined as natural or developed areas where the impacts of fire are undesirable or unacceptable (Fire Prevention Education II, P-301). The assessment of values can often be the most difficult to assign ratings as the myriad stakeholders have different views based on their perspectives and experience. Communication and effective facilitation are critical to determining an agreed assessment of “value” in a given area.



PREVENTION

Prevention efforts are typically focused on those causes which start the greatest number of fires, lead to the greatest acreages burned, cause the most resource damage, and those causes which depict increasing trends.

A successful prevention guide will contribute to a “condition of well being” for the community. The condition of well being is expressed as a desired result, or the goals and outcomes that the prevention guide strives to achieve. The desired result can be measured by desired indicators, or indicators that quantify and measure whether the result is achieved.

The desired result of the Wildfire Prevention Guide is:

Communities are prepared to prevent loss from wildfire.

The desired indicators that can measure the achievement of the plan are:

Community Wildfire Protection Plans (CWPPs) are developed for each community.

There is an increase in the number of acres treated through fuels mitigation.

There is an increase in partnerships for fuels reduction treatments.

There is an increase in recognized Firewise Communities/USA sites.

There is an increase in grant funding to communities as a result of having CWPPs.

Wildland fire prevention activities generally fall within one of four broad categories of education, engineering, enforcement, and administration.

Education: Education is aimed at changing people's behavior by creating awareness and increasing knowledge. Education can be accomplished with a variety of techniques ranging from active to passive.

Engineering: Engineering is an activity designed to reduce or eliminate fire risks and hazards. Engineering strategies in a lightning prone area would favor fuels reduction activities, whereas strategies specific to human caused fires would relate to the ignition source.

Enforcement: Enforcement is used to gain compliance with fire regulations and ordinances. While effective, enforcement relies on a heavy investment of human capital, and may be more efficient to employ during extreme periods of fire activity.

Administration: Administration includes internal activities such as planning, budgeting, and training. Evaluation and maintenance of the prevention guide would be an example of an administrative strategy.

The Wildfire Prevention Guide provides direction towards the most cost effective mix of strategies and activities to mitigate potential fire problems within the Montrose Interagency Fire Management Unit. An analysis that examines fire history; risks, hazards, and values; and

the four categories of fire prevention activities is combined with strategies to determine an effective prevention program.

Applying Strategies to Wildfire Prevention

A nationwide survey in 1995 indicated the degree of difficulty in preventing fires by specific cause. Table 5 indicates the percent of fires, by cause, which are easy, moderate or difficult to prevent.

	Easy	Moderate	Difficult
Campfire	53 %	26%	27%
Smoking	37%	28%	35%
Fire Use	46%	28%	26%
Incendiary	14%	14%	72%
Equipment	47%	26%	27%
Railroad	41%	22%	37%
Juveniles	47%	26%	27%
Miscellaneous	28%	23%	49%

Table 5.

The nationwide survey determined the relative effectiveness of fire prevention strategies when applied to a specific fire cause. Table 6 shows the results of the survey.

	Campfire	Smoking	Fire Use	Incendiary	Equipment	Railroad	Juveniles	Miscellaneous
Education – Specific	H	M	H	M	M	M	H	M
Education – General	M	M	M	L	M	L	M	M
Patrol	H	M	M	M	M	M	M	M
Public Contact – Individual	H	M	H	M	H	M	H	M
Public Contact – Groups	H	M	M	M	M	M	H	M
Signs	M	M	M	L	M	L	M	M
Inspections – Dispersed	M	M	M	L	M	M	M	M
Inspections – Site Specific	H	L	H	L	H	H	L	M
Engineering	M	L	M	L	M	M	L	M
Enforcement	H	M	H	M	H	M	M	M
Administration	M	L	M	L	M	M	M	L

Table 6.



Wildfire Prevention Strategies (NFES 1572) provides various prevention strategies for each fire cause and evaluates each strategy's effectiveness. The fire prevention strategies are grouped within the categories of education, engineering, enforcement and administration.

A determination has been made as to overall effectiveness of fire prevention strategies by fire cause and further by the categories listed above. The strategies within each category and individual fire cause that are rated as Highly Effective (≥ 7) are listed in tables 7 through 15 below with the most effective strategies listed in **bold**:

FIRE CAUSE	CATEGORY	STRATEGY
Natural	Education	Fire Safety Programs-Homeowners
	Engineering	Hazard Reduction (Incl. Prescribed Fire)
	Enforcement	Enforcement Codes/Ordinances
	Administration	N/A

Table 7. Prevention Strategies to Address Natural Fires

FIRE CAUSE	CATEGORY	STRATEGY
Campfire	Education	Fire Safety Materials Specific Campaign Development Train Volunteer Fire Departments Mass Media-Radio Mass Media-Written Mass Media-Television Mass Media-General Interagency Campaigns Fire Information Signing Public Education-General Printed Material-Other High Visibility Patrol-Public Contact High Visibility Fire Prevention Sports
	Engineering	Campfire Safety Hazard Reduction (Incl. Prescribed Fire)
	Enforcement	Restricted Use Enforcement Codes/Ordinances Fire Precaution Regulations Permits Inspections
	Administration	N/A

Table 8. Prevention Strategies to Address Campfires

FIRE CAUSE	CATEGORY	STRATEGY
Smoking	Education	Specific Campaign Development Mass Media-Television Mass Media-General Signing
	Engineering	N/A
	Enforcement	Restricted Use Enforcement Codes/Ordinances Fire Precaution Regulations
	Administration	N/A

Table 9. Prevention Strategies to Address Smoking Fires

FIRE CAUSE	CATEGORY	STRATEGY
Fire Use	Education	Fire Safety Materials Fire Safety Programs-Homeowners Specific Campaign Development Train Volunteer Fire Departments Utilize Volunteers Wildland Urban Interface Neighborhood Programs Mass Media-Radio Mass Media-Written Mass Media-Television Mass Media-General High Visibility Patrol-Public Contact High Visibility Fire Prevention Bilingual Programs
	Engineering	N/A
	Enforcement	Restricted Use Enforcement Codes/Ordinances Fire Precaution Regulations Permits Inspections
	Administration	N/A

Table 10. Prevention Strategies to Address Fire Use Fires

FIRE CAUSE	CATEGORY	STRATEGY
Incendiary	Education	Specific Campaign Development Neighborhood Programs Mass Media-Radio Mass Media-Written Mass Media-Television Mass Media-General Signing High Visibility Patrol-Public Contact High Visibility Fire Prevention
	Engineering	N/A
	Enforcement	N/A
	Administration	N/A

Table 11. Prevention Strategies to Address Incendiary Fires

FIRE CAUSE	CATEGORY	STRATEGY
Equipment	Education	Specific Campaign Development Mass Media-Television Signing Public Education-General Printed Material-Other
	Engineering	N/A
	Enforcement	N/A
	Administration	N/A

Table 12. Prevention Strategies to Address Equipment Fires

FIRE CAUSE	CATEGORY	STRATEGY
Railroad	Education	N/A
	Engineering	Notify Utilities of Fire Precautions Spot Check Utilities Inspection of Utilities, Power Lines, Railroads, etc. Hazard Reduction (Incl. Prescribed Fire)
	Enforcement	Enforcement Codes/Ordinances Fire Precaution Regulations Spark Arresters Inspections
	Administration	N/A

Table 13. Prevention Strategies to Address Railroad Fires

FIRE CAUSE	CATEGORY	STRATEGY
Juveniles	Education	Specific Campaign Development Neighborhood Programs Mass Media-Radio Mass Media-Written Mass Media-Television Mass Media-General Interagency Campaigns Children's Programs-Specific Public Education-General Printed Material-Other High Visibility Patrol-Public Contact High Visibility Fire Prevention School Programs Sports Parades Fairs Exhibits/Displays Bilingual Programs
	Engineering	N/A
	Enforcement	N/A
	Administration	N/A

Table 14. Prevention Strategies to Address Juvenile Fires

FIRE CAUSE	CATEGORY	STRATEGY
Miscellaneous	Education	Wildland Urban Interface Neighborhood Programs Mass Media-Radio Mass Media-Written Mass Media-Television Mass Media-General High Visibility Patrol-Public Contact High Visibility Fire Prevention
	Engineering	N/A
	Enforcement	Fire Investigation Restricted Use Enforcement Codes/Ordinances Fire Precaution Regulations Spark Arresters Permits Inspections
	Administration	N/A

Table 15. Prevention Strategies to Address Miscellaneous Fires

Wildfire Prevention Cycle

Using information from the fire statistical analysis in combination with the strategies for fire prevention, we can begin to determine an effective fire prevention campaign for each of the zones (Gunnison, Ouray, and Norwood) within the Montrose Interagency Fire Management Unit. This information can also be used by our partners at a local level to address fire prevention at the county, municipal, or district level.

Each zone has a unique history of human caused fire events. Further, the events occur at different times throughout the year. Figure 8 shows that historically fire activity is greatest in June through September on the Gunnison Zone; while Figure 9 shows that the Ouray Zone has an additional spike of fire activity during the Spring months. Further, Figure 10 illustrates that while the Norwood Zone does not have a high frequency of human caused fires, we can target campfires in June.

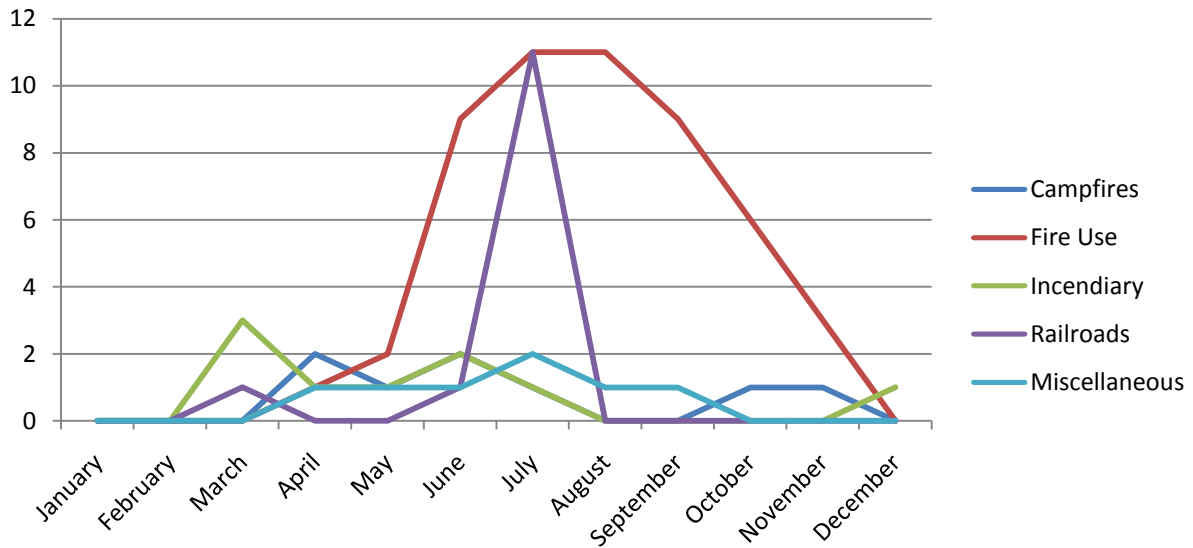


Figure 8. Gunnison Zone Human Caused Wildfires by Month, 1999 – 2008

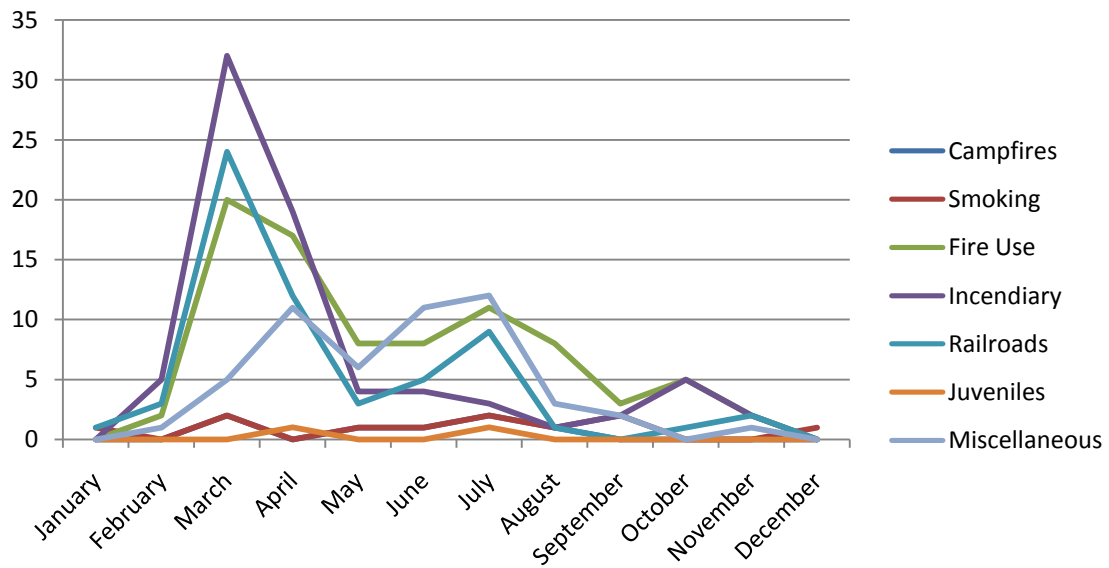


Figure 9. Ouray Zone Human Caused Wildfires by Month, 1999 – 2008

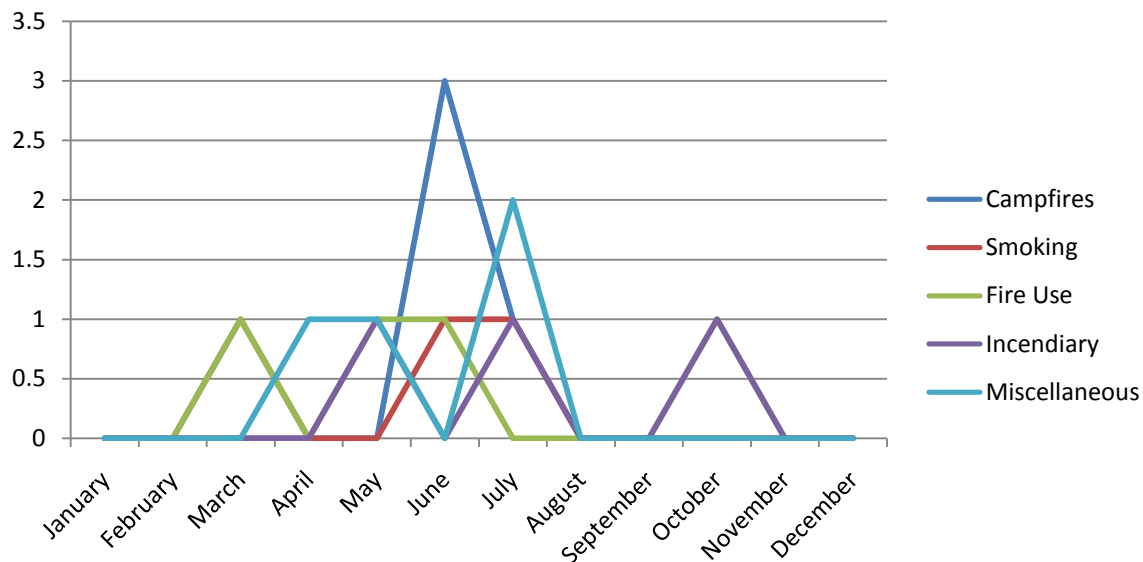


Figure 10. Norwood Zone Human Caused Wildfires by Month, 1999 – 2008

Public Information

There is a distinct difference between education and information. Whereas wildfire education is aimed at changing of people's behavior and attitudes toward wildland fire by increasing awareness and knowledge; information is the sharing of facts and data to increase one's knowledge without a desired behavior modification.

Information about existing fires, fire danger ratings, fire weather conditions, and fire restrictions (among other things) will be shared with the public as conditions warrant.

Fires

Information about current fire activity and planned prescribed burns will be shared with the public as the information becomes available. Fire information will be shared with the media, posted on the MIFMU website (http://gacc.nifc.gov/rmcc/dispatch_centers/r2mtc/index.htm), and distributed using social media.

Fire Danger Ratings

In 1974, the Forest Service, Bureau of Land Management and state forestry organizations established a standard adjective description for five levels of fire danger for use in public information releases and fire prevention signing. For this purpose, fire danger is expressed using the adjective levels **Low** (L - green), **Moderate** (M - blue), **High** (H - yellow), **Very High** (VH - Orange), and **Extreme** (E - red). The resultant adjective fire danger information is used by agency personnel to create awareness for public entities.



Fire Weather Conditions

A **Red Flag Warning** is a forecast warning issued by the National Weather Service to inform area firefighting and land management agencies that conditions are ideal for wildland fire ignition and propagation. During drought conditions, when humidity is very low, and when high or erratic winds which may include lightning are a factor, the Red Flag Warning becomes a critical statement for firefighting agencies. To the public, a Red Flag Warning means high fire danger with increased probability of a quickly spreading wildfire in the area within 24 hours.

A separate but less imminent forecast may include a **Fire Weather Watch**, which is issued to alert fire and land management agencies to the possibility that Red Flag conditions may exist beyond the first forecast period (12 hours). The watch is issued generally 12 to 48 hours in advance of the expected conditions, but can be issued up to 72 hours in advance if the NWS agency is reasonably confident. That watch then remains in effect until it expires, is canceled, or upgraded to a Red Flag Warning.

The weather criteria for fire weather watches and red flag warnings varies with each Weather Service Office's warning area based on the local conditions, but usually includes the daily fuel moisture content, expected afternoon high temperature, afternoon minimum relative humidity and daytime wind speed.

Fire Restrictions

see **FIRE RESTRICTIONS and CLOSURES**

Fire Prevention/Information Communication Plan

Montrose Interagency Fire Management Unit Public Information Officers will be developing a comprehensive fire prevention/information communication plan. The document will serve as a guidebook for communicating with the public for those issues that are considered Public Information.

Community Wildfire Protection Plans

Community Wildfire Protection Plans are authorized and defined in Title I of the Healthy Forests Restoration Act (HFRA) passed by Congress on November 21, 2003, and signed into law by President Bush on December 3, 2003.

The Healthy Forests Restoration Act places renewed emphasis on community planning by extending a variety of benefits to communities with a wildfire protection plan in place. Critical among these benefits is the option of establishing a localized definition and boundary for the wildland-urban interface (WUI), and the opportunity to help shape fuels treatment priorities for surrounding federal and non-federal lands.

The CWPP, as described in the Act, brings together diverse local interests to discuss their mutual concerns for public safety, community sustainability and natural resources. It offers a



positive, solution-oriented environment in which to address challenges such as local firefighting capability, the need for defensible space around homes and subdivisions, and where and how to prioritize land management on both federal and non-federal land.

In 2009, Colorado Senate Bill 09-001 (SB09-001), among other things, required the Colorado State Forest Service (CSFS) to revise the standards related to Community Wildfire Protection Plans. The revised minimum standards and guidelines that counties should consider when developing Community Wildfire Protection Plans (CWPPs) are included (*in part*) below:

Plan Participants

- Planning should involve a core group that includes a representative from the CSFS local government, and the local fire authority. These representatives must agree that the CWPP is viable, complete, and realistic in terms of implementation. The CWPP must meet the minimum requirements of the Healthy Forests Restoration Act of 2003, as well as CSFS minimum standards.
- In addition to the above representatives, the core group should include community members and relevant local, state, and federal land management agencies and organizations, or their chosen representatives.
- The plan must exhibit diverse collaboration with emphasis on involvement of community members/representatives.
- Early in the planning process, it is imperative to engage community members, community representatives, and other interested, non-governmental stakeholders, and keep them engaged throughout the entire process. Interested non-governmental stakeholders must be regularly and actively involved in identifying community values to be protected, defining their wildland-urban interface area, identifying fuels treatment project areas and methods, and priorities for action.
- Community involvement and participation can be documented through meeting minutes, meeting rosters, or community surveys that clearly document meeting results and the number of participants.

Plan Components

Community Wildfire Protection Plans must include:

- A definition of the community's wildland-urban interface (WUI) outlined on a map with an accompanying narrative.
- Identification of adjacent landowners (land that touches the community's external boundary).
- A community risk analysis that considers, at a minimum, fuel hazards, risk of wildfire occurrence, and community values (i.e. watershed, wildlife habitat, and infrastructure) to be protected – both in the immediate vicinity and the surrounding zone where potential fire spread poses a realistic threat.
- A discussion of the community's preparedness to respond to wildland fire.
- Recommendation of methods to reduce structural ignitability.
- An implementation plan that includes identification of fuels treatment projects.



- A project area map that illustrates all proposed treatments and exhibits close approximations of the boundaries of each project.
- A narrative or table that details the relative priority of each project. Fuels treatment priorities should include both landscape-scale and localized (within the community) treatments.

In addition to requiring a revision to the minimum standards for developing Community Wildfire Protection Plans, SB09-001 requires all counties with wildfire risk in Colorado to develop county-wide CWPPs by April 1, 2011. Of the six counties represented by the West Region Wildfire Council, San Miguel County is the only county to have completed a county-wide CWPP. However, the remaining five counties (Delta, Gunnison, Hinsdale, Montrose, and Ouray) are currently developing county-wide CWPPs.

Delta County	Hotchkiss CWPP
Gunnison County	Arrowhead CWPP Blue Mesa CWPP Gold Basin CWPP Ohio City CWPP Upper Crystal River/Marble CWPP Wilderness Streams CWPP Star Mountain Ranch CWPP
Hinsdale County	San Juan Ranch Estates CWPP
Montrose County	N/A
Ouray County	Four Neighborhood CWPP
San Miguel County	San Miguel County CWPP

Table 16. Existing CWPPs within Montrose Interagency Fire Management Unit

West Region Wildfire Council

The purpose of the West Region Wildfire Council (WRWC) is to support interagency efforts to develop and implement plans to better mitigate the threat of catastrophic wildland fire to communities and natural resources in the Colorado counties of Delta, Gunnison, Hinsdale, Montrose, Ouray and San Miguel. This is accomplished by encouraging the exchange of information and collaboration between local communities and state and federal fire managers for fuels management, wildfire suppression, enhancing capability, planning and collaboration.

The objectives of the West Region Wildfire Council are:

- Facilitate development of county-wide Community Wildfire Protection.
- Work directly with federal partners to provide input on fire management plans.
- Prepare counties, fire protection districts, communities and interagency fire management partners to plan for and mitigate the potential threats from wildland fire.
- Promote wildfire preparation, prevention, and mitigation education.
- Secure grant opportunities where available.



Council members are representatives of local, state or federal agencies, organizations, institutions or private ownership with an interest in fuels management, wildfire suppression, enhancing capability, planning, collaborating. The list of members may change over time as interested groups who support the mission of the council request membership.

Partners in Prevention

A successful wildfire prevention program needs to be integrated in the community, its citizens, and be present in the community events. To the greatest extent possible, the prevention program will coordinate and communicate with organizations and groups that exist within the Montrose Interagency Fire Management Unit. While the groups and individuals within the community are constantly evolving, the list below indicates some of the partners in prevention:

- Cities
- Civic Groups
- Colorado State Forest Service
- Communities
- County Commissioners
- County Emergency Managers
- County Sheriffs
- Fire Districts
- Homeowner Associations
- *Internal (federal agencies)*
- Media
- Schools
- Towns
- Utility Companies
- West Region Wildfire Council

Smokey Bear

Dressed in a ranger's hat, belted blue jeans, and carrying a shovel, Smokey Bear has been associated with wildfire prevention since 1944. Smokey Bear is a mascot of the United States Forest Service created to educate the public on the dangers of forest fires. Smokey Bear's message, "Only You Can Prevent Forest Fires," was created in 1944 by the Ad Council. In April 2001, Smokey's message was updated to "Only You Can Prevent Wildfires." According to the Ad Council, Smokey Bear and his message are recognized by 95% of adults and 77% of children in the U.S.

The following is the USFS policy regarding the "Use of Smokey Bear":

Whenever anyone wishes to use Smokey Bear in a program, one of the fire prevention technicians or the Prevention Officer will be asked to reserve Smokey Bear and will be asked to participate in the program. Smokey Bear represents fire prevention. The use of Smokey Bear is a very important public information tool of the Forest Service and should not be taken lightly or



inappropriately. Fire prevention is his entire message. See below for the rules and regulations regarding the use of Smokey Bear.

USFS Manual WO Amendment 5109.18-92-1

24.11 - Policy for Use of Smokey Bear Costume . Only State and Federal organizations with wildfire prevention responsibilities shall own costumes, except for local fire departments and other organizations that are authorized in writing by the Regional or Area Staff Director for Cooperative Forest Fire Prevention on a case by case basis, and only after the approving official is convinced the local department will comply with the instructions in this section and will use the costume only for wildfire prevention purposes. Obtain assurances in writing. Individuals who wear the costume must agree to:

- *Use the costume only to further the public information, education, and awareness of the prevention of wildland fires.*
- *Never appear in less than full costume.*
- *Remain anonymous at every appearance and in any publicity connected with a Smokey Bear appearance.*
- *Use only costumes that are clean, complete, and in good condition.*
- *Keep costumes out of sight before and after use.*
- *Appear dignified, friendly, and firm in presenting the forest fire prevention message. Avoid clowning and horseplay.*
- *Always be accompanied by an appropriate fire prevention person in public appearances, except where not practical, such as on a parade float.*
- *Refrain from using alcohol or drugs prior to and during the Smokey Bear appearance. This condition applies to accompanying officials as well.*
- *Limit speaking during appearances. Conversations or explanations should be carried out by the accompanying official.*

If any of these rules are violated, the violator can be issued a violation notice; 36 CFR 261.20 Unauthorized use of " Smokey Bear " & " Woodsy Owl " Symbol.

Firewise Communities Program

The national Firewise Communities program is a multi-agency effort designed to reach beyond the fire service by involving homeowners, community leaders, planners, developers, and others in the effort to protect people, property, and natural resources from the risk of wildland fire - before a fire starts. The Firewise Communities approach emphasizes community responsibility for planning in the design of a safe community as well as effective emergency response, and individual responsibility for safer home construction and design, landscaping, and maintenance.

The national Firewise Communities program is intended to serve as a resource for agencies, tribes, organizations, fire departments, and communities across the U.S. who are working toward a common goal: reduce loss of lives, property, and resources to wildland fire by building and maintaining communities in a way that is compatible with our natural surroundings.

Firewise Communities is part of the National Wildland/Urban Interface Fire Program, which is directed and sponsored by the Wildland/Urban Interface Working Team (WUIWT) of the National Wildfire Coordinating Group, a consortium of wildland fire organizations and federal agencies responsible for wildland fire management in the United States. The WUIWT includes:



USDA Forest Service, USDI Bureau of Indian Affairs, USDI Bureau of Land Management, USDI Fish and Wildlife Service, USDI National Park Service, Federal Emergency Management Agency, US Fire Administration, International Association of Fire Chiefs, National Association of State Fire Marshals, National Association of State Foresters, National Emergency Management Association, National Fire Protection Association.



ASSISTANCE AGREEMENTS and GRANTS

Community Assistance

Purpose

To assist at risk communities by providing assistance in the following areas: develop local capability including assessment and planning, mitigation activities, and community and homeowner education and action; plan and implement fuels reduction activities on federal land, or on adjacent nonfederal land; and enhance the capability of rural fire districts by providing assistance in education, training, and mitigation methods on a cost share basis. Fuels reduction activities are restricted to Federal lands, or adjacent nonfederal land. Assistance can be used for helping BLM support community based efforts to address defensible space and fuels management issues to support outreach and education efforts associated with fuels management and risk reduction activities. Funding is highly variable each fiscal year.

Eligibility

States and local governments at risk as published in the Federal Register, Indian Tribes, public and private education institutions, nonprofit organizations, and rural fire departments serving a community with a population of 10,000 or less in the wildland/urban interface.

Cost Share

Applicants are required to demonstrate a 10% cost share that can be met through a hard dollar match or in-kind services.

Rural Fire Assistance

Purpose

Rural Fire Assistance (RFA) is intended to increase local firefighter safety and enhance the fire protection capabilities of Rural Fire Departments (RFD) by helping RFDs meet accepted standards of wildland fire qualifications, training, and performance for initial and extended attack at the local level. The RFA program supports the overall goals of the National Fire Plan by improving the capacity and capability of local fire departments to protect their communities from the effects of wildland fire.

Eligibility

The RFD must be party to an agreement with the State Forester or a cooperative fire agreement with a DOI bureau (BIA, BLM, NPS, USFWS). The RFD must have a Data Universal Numbering System (DUNS) number; serve a community of a population of 10,000 or less, and is in the vicinity of or within the wildland/urban interface; must be in close proximity to DOI lands and communities within the wildland urban interface. The RFD must demonstrate the capability to meet cost share requirements which may include in-kind services. Funding or in-kind resources may not be derived from other federal funding programs.

Cost Share

Applicants are required to demonstrate a 10% cost share that can be met through a hard dollar match or in-kind services.



Ready Reserve Program

Purpose

The purpose of the Ready Reserve Program (RRP) is to increase wildland fire operational safety, effectiveness, and capacity of rural fire departments serving as cooperators with the DOI. Rural fire departments can provide needed local initial and extended attack, protection of wildland urban interface communities, and multi-agency wildfire attack and coordination activities.

Eligibility

Eligible *applicants* for training funds include the following entities:

- state, regional, and local Fish and Wildlife Service (FWS), Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), and National Park Service (NPS) offices,
- Fire Chief associations, local fire districts,
- county and state fire management, forestry agencies, and the State Forester or equivalent, and
- publicly funded, not-for-profit fire academies, universities, and community colleges.

Eligible *recipients* of the training include firefighters affiliated with fire departments meeting the following requirements:

- protects a community of 10,000 persons or less that is located in the vicinity of the DOI lands,
- holds a cooperative agreement with the DOI or with the State Forester, Department of Natural Resources, or state entity with wildland fire responsibilities, and
- the fire department plays a consistent role as cooperator with the DOI bureaus in initial/extended attack on, or adjacent to, the DOI managed lands.

Eligible training proposals must meet local needs with regard to improving safety, operational effectiveness, and/or enhanced interagency response capability and capacity. These needs and priorities are collaboratively determined within the local cooperator group.

Cost Share

None. Program Funds will be used only for expenses directly associated with wildland fire training for firefighters affiliated with cooperating fire departments. Durable equipment, equipment storage facilities, tools, personal protective equipment (PPE) are not allowable expenses. County, state, and federal firefighters are not eligible for RRP funded training.

Title III, Secure Rural Schools Act

Purpose

A county that has allocated money for Title III projects shall use the county funds to:

- 1) carry out activities under the Firewise Communities program to provide homeowners in fire-sensitive ecosystems education on, and assistance with implementing, techniques in home siting, home construction, and home landscaping that can increase the protection of people and property from wildfires;



- 2) to reimburse the participating county for search and rescue and other emergency services, including firefighting, that are:
 - (a) performed on Federal land after the date on which the use was approved, and
 - (b) paid for by the participating county; and
- (3) to develop community wildfire protection plans.

Eligibility

Counties shall notify the Secretary of Agriculture of its election of funds in Title III no later than September 30 of each fiscal year. Title III projects are developed and selected by the counties. Projects should be advertised for 45 days to allow public comment. Proposed projects should also be sent to the Resource Advisory Committee (RAC) if one exists in the county. Counties allocating funds for Title III projects must submit certification that the funds were used in accordance with Title III to the Secretary of Agriculture no later than February 1 of the year after county funds were expended. The authority to initiate Title III projects terminates on September 30, 2011. Funds not spent or obligated by September 30, 2012, will be returned to the U.S. Treasury.

Cost Share

None.



FIRE RESTRICTIONS and CLOSURES

The purpose of fire restrictions and closures is to reduce the risk of human-caused fires during unusually high fire danger and/or burning conditions, and for the protection of human life and property. Fire restrictions impose many limitations on the general public, and therefore should be implemented only after all other prevention measures have been taken. These measures may include, but are not limited to: increasing the number of prevention signs; public contacts; media campaigns; and other proactive outreach and public education efforts. Fire restrictions should be considered when high to extreme fire danger is predicted to persist. Other considerations are the level of human-caused fire occurrences being experienced, firefighting resources available, potential high-risk occasions, and large fire activity occurring on a unit. Restrictions should not be considered the equivalent of a prevention program.

Fire restrictions and closures are invoked on federal, state, county, and private lands under federal and state laws. Agency Administrators are responsible for coordinating with other agencies including, but not limited to all Federal land management agencies, Colorado State Forest Service, Colorado State Parks, county sheriffs, county offices of emergency management, and local fire departments. Agency Administrators issue appropriate documents and are responsible for enforcing restrictions and closures for those lands on which they have jurisdiction. Restrictions and closure procedures must be uniform across administrative and geographic boundaries. Public information about restrictions must be broad-based, clear, and coordinated.

Annually, the parties to the Annual Operating Plan shall review and validate the restriction and closure procedures and monitor the previous year's use of the procedures to ensure restrictions and closures are implemented consistently. At this time the parties will also evaluate and coordinate fire prevention, education, and outreach efforts. All press releases, description of stages, and other necessary agency documents will be available in template format before the start of the fire season. Development and issuance of news releases will be coordinated with all agencies for any implementation or rescission of fire restrictions or area closures.

When the conditions within an area approach threshold levels, appropriate agency personnel make recommendations to Agency Administrators, who in turn should consult with each other and initiate coordinated restrictions/closure procedures. These threshold levels should be determined by all wildfire management agencies in the county before the onset of fire season and will become part of the Annual Operating Plan. The planning process for restrictions will include a public awareness campaign, keeping the media and public informed of the possibility of restrictions and/or closures.

Fire restrictions and closures should be planned for the long-term danger and not change at short-term fluctuations in risk, weather, and fire danger/behavior. The agencies will coordinate all public information. It is the responsibility of each Agency Administrator to notify their agency head of local interagency decisions made about fire restriction or area closure



implementation and rescission.

Initiating a Restriction

When the factors identified in the Fire Restriction Evaluation Guidelines approach critical levels for an area, begin considering the initiation of a fire restriction. The appropriate FMO or Sheriff will contact the Montrose Interagency Fire Dispatch Center to coordinate. They will initiate discussion to both implement and rescind fire restrictions within the boundaries of the Montrose Interagency Fire Management Unit. County Sheriff's that have emergency needs to bypass the Fire Restrictions Operations Plan will immediately notify Montrose Interagency Dispatch of the status of fire restrictions occurring.

Every spring, Montrose Interagency Fire Board Members, law enforcement personnel and fire managers will review and validate the Restriction Plan and Orders. Restrictions will be implemented and rescinded by Fire Restriction Area and all agencies within the area will coordinated uniform levels and timing of restrictions, verifying that the trigger points have been reached.

The appropriate agency board member will coordinate approval of the Orders with all Agency Administrators. Each Agency Administrator will be responsible for assuring that appropriate Orders and Restrictions are properly completed and signed. Each agency will post signs and notifications according to their regulations to inform the public of the restrictions.

Once a restriction is in effect, participating agencies will not issue exemptions, exceptions, or waivers to the agreed-upon restrictions except through written individual permits. If written exemptions are given, affected agencies within the fire restriction area will be notified to avoid confusion among law enforcement and fire personnel.

Each agency will inform it's personnel of the restrictions being enacted and discuss changes in their daily routine to compensate for the increased fire danger. Those responsible for public contact will be provided with a copy of the restrictions and appropriate map.

Each agency in the Montrose Interagency Fire Management Unit will be updated on restriction status as changes occur and will be responsible for disseminating this information to all agencies.

Early in the season, Public Information Officers for each agency will be responsible for notifying the public that they can now find the status of fire restrictions within the Montrose Interagency Fire Management Unit by contacting their local CSFS, USFS, NPS, USFWS, or BLM office. The intent is to better inform the public of fire restrictions when they may be planning activities to areas away from their home.

Rescinding a Restriction

Removal of the restrictions will follow the same Procedures outlined above. The majority of Agency Administrators and fire personnel must agree that the restriction should be removed



(trigger points for rescinding restrictions have been reached) in that fire restriction area. The Public Information Officer will then prepare a media notification plan to inform the public.

Stage I , II and III Restrictions

There will be three fire restriction Stages: Stage I, Stage II and Stage III. Each agency in the Fire Restriction Area must write their own Special Order which authorizes the restrictions within their jurisdiction. Each is responsible for using their agencies format and having their law enforcement personnel review the Order to assure it is legally correct and enforceable. To reduce confusion and standardize the restrictions, the following criteria will be used in all Orders:

STAGE I

The following acts are prohibited on the public land, roads, and trails described herein, until further notice:

- Building, maintaining, attending, or using a fire or campfire except a fire within a permanent constructed fire grate in a developed campground.
- Smoking, except within an enclosed vehicle or building, a developed recreation site or while stopped in an area at least three feet in diameter that is barren or cleared of all flammable materials.

STAGE II

The following acts are prohibited on the public land, roads, and trails described herein, until further notice:

- Building maintaining, attending, or using a fire or campfire.
- Smoking, except within an enclosed vehicle or building.
- Operating a chainsaw or motorized equipment for any purpose.
- Blasting, welding, or other activities which generate flame or flammable material.

STAGE III

Stage III is a closure. This stage is selected when there is a very high risks to human life or property and the ability to manage those risks using Stage I or Stage II restrictions is no longer viable.

Fire Restriction Evaluation Guidelines

When weather factors or fire suppression impacts become a concern, the following criteria will be used to determine if a Fire Restriction should be considered by area using weather data from each Fire Restriction Area to make the determination. When more than one station must be evaluated in an area, average the output to arrive at the following criteria.

	1,000 HOUR FUEL MOISTURE CONTENT IS 12% OR LESS.
	3 DAY MEAN ENERGY RELEASE COMPONENT (ERC) IS AT THE 90TH PERCENTILE OR ABOVE.
	FIRE DANGER RATING ADJECTIVE CLASS IS AT VERY HIGH OR EXTREME.
	FIRES ARE IMPACTING AVAILABLE SUPPRESSION RESOURCES MAKING ADEQUATE INITIAL ATTACK DIFFICULT
	AREA IS RECEIVING A HIGH OCCURRENCE OF HUMAN-CAUSED FIRES OR THE HUMAN CAUSED RISK IS PREDICTED TO INCREASE.
	ADVERSE FIRE WEATHER CONDITIONS AND RISKS ARE PREDICTED TO CONTINUE.
	ZONE FIRE PREPAREDNESS LEVEL OF 4 OR ABOVE

- STAGE I:** If at least 3 of the conditions above are met, consider initiating a Stage I Restriction
- STAGE II:** Consider initiating a Stage II Restriction after a Stage I Restriction has been in effect **and** 4 or more of the conditions above are impacted.
- STAGE III:** Consider initiating a Stage III Area Closure after a Stage II Restriction has been in effect **and** 5 or more of the conditions above are impacted.



INVESTIGATION

All non-lightning fires within Montrose Interagency Fire Management Unit will require an investigation by a Law Enforcement Officer (LEO) and/or fire investigator (INVF) coordinated through Montrose Interagency Dispatch Center.

All fires must be thoroughly investigated to determine cause and whether negligence and/or criminal intent were factors. Cause determination must begin as soon as possible since evidence is easily destroyed. Whether a fire is a natural start or human caused must be determined in order to develop a successful fire investigation. Fire investigation must be concurrent with the initial response to the fire.

A fire investigation includes the on-scene cause determination investigation and the off-scene follow-up investigation.

Cause Determination Investigation

Cause determination starts when the initial report of fire is received and continues until actual cause is determined. The cause determination investigation is conducted by a fire investigator (INVF).

Follow-up Investigation

The off-scene follow-up investigation will require professional law enforcement expertise. A follow-up investigation requiring law enforcement involvement includes such activities as collection/preservation of evidence, initial and/or follow-up interviewing witnesses and suspects, maintaining chain of custody of all evidence, and surveillance of suspects. Law enforcement expertise can be used in all instances where intentional, criminal, repeated, or negligent acts are suspected, where juveniles are suspected or involved in the incident, or when follow-up investigative duties are required.

An arson investigator, usually a special agent, will be assigned to a fire investigation when the fire is suspected to be the result of arson, or the fire is suspected to be one of several fires believed to be the work of a serial arsonist(s).

A special agent (SA) investigator, whether an arson investigator or not, can be assigned the lead of a fire investigation that is not an arson fire when the fire results in: large complex suppression activities resulting in large expenditures of suppression funds, major resource damages to public lands, major private property loss, loss of life, a public and/or media controversy; a long term, time sensitive investigation, or the investigation is complex in nature and requires the training/skills of a SA investigator. If assigned, the SA investigator will be the lead investigator/case officer and will coordinate the criminal and/or civil adjudication of the case with the U.S. Attorney/County District Attorney.



TRESPASS

Fire trespass refers to the occurrence of unauthorized fire on public lands where the source of ignition is a result of human activity and there is evidence of negligence or intent. For human caused fires where negligence or intent can be established, actions should be taken to recover the cost of suppression activities, emergency stabilization and rehabilitation treatments, and damages to the resources and improvements. Trespass action is both cost recovery and an effective deterrent to prevent future damage to public lands.

Montrose Interagency Fire Management Unit should pursue cost recovery for human caused fires on public and/or other lands under protection agreement when negligence or intent has been established. The decision to proceed with a trespass action rests with the district office/field office manager. If cost recovery is not pursued, the reasons for the decision will be documented. The field manager, district manager or state director has the authority to recommend alternative methods, or compromise for the recovery of costs (31 U.S.C. 3711). This recommendation is forwarded to the solicitor for concurrence.

Trespass collections can be used for fire activities identified in the wildland fire prevention planning process; examples include fire awareness, educational activities, law enforcement, and prevention and trespass training. Funds can also be used for restoration that is needed as a result of fire where restoration of areas and developments damaged by a fire could not be accomplished. Funds are held in the Colorado State Office (BLM) and are made available to the districts which collected them minus a modest withholding by the state office to support statewide fire prevention efforts. All funds must be expended in accordance with the guidance identified above, which is identified in the Fire Trespass Handbook (H-9238-1).

Two keys to a successful trespass program are a cadre of qualified fire investigators and a designated trespass coordinator. Investigators can help identify specific causes, evidence of negligence or intent, and suspected trespassers. These investigators can come from many program areas including operations, prevention/mitigation and law enforcement. The coordinators have the important task of tracking the investigation, decision making, billing, and collection functions until the case has been resolved.

Fire trespass is a complex program that crosses organizational boundaries. Fire operations, prevention, law enforcement and business management are some of the program areas that interact in fire trespass. An effective fire trespass program has all the necessary elements working together - from fire origin determination, through investigation, case tracking, collection and resolution.



PREVENTION SIGNS

Prevention signage can be a useful tool to educate the public about key safety messages in the heavily used areas. Additionally, the signs can serve as useful public information outlets for fire, fuels mitigation, and potential restrictions on the Unit. Because we know historically what has caused fires throughout the Unit and when they occur, we can tailor prevention messages appropriately using signs.

The use and distribution of fire prevention signage on the Unit is not well known. The development of a sign inventory across the Montrose Interagency Fire Management Unit is a priority. The inventory will provide a baseline assessment of the resources available for this prevention strategy. The inventory will include details about the location, condition, and prevention messages used for each sign. Once the inventory is completed, we can determine what prevention messages to display in each location throughout the year.

As messages are changed on the signs, a maintenance log should be completed for each sign to indicate the current condition, any needs, and anticipated costs for repairs/improvements.

Finally, with the inventory completed, we can map the location of each sign and correlate fire history data with needed prevention messages at each location.



EVALUATION

The Wildfire Prevention Guide is a “living document.” As such, this document will be evaluated annually to reflect current fire trends, evolving strategies to mitigate specific fire causes, and to ensure effective implementation of program features outlined in the guide.



APPENDIX A: CO BLM Mitigation, Education and Prevention Strategy

Purpose

This strategy provides direction regarding the mission of BLM Colorado's Mitigation, Education and Prevention (MEP) program, and the successful dissemination of program related information. To meet the challenges of longer, more intense and more dangerous fire seasons, new and more creative outreach approaches must be taken. In addition, more and more emphasis nationally is being placed on assisting landowners, communities and other cooperating entities with managing increased impacts from population growth into the wildland urban interface. These impacts have severely impacted some communities and local governments whose jurisdictions may be affected by wildland fires on nearby federal lands. The primary objective of this strategy is to provide a statewide framework for local BLM offices to integrate their fuels and preparedness program with their MEP activities.

Background

Prior to the 2000 National Fire Plan (NFP), there was not an organized MEP program within the Bureau of Land Management; there was only a prevention program that was typically carried out by preparedness staff as a collateral duty. Following the 2000 fire season, several acts of legislation and national wildfire strategies highlighted the need for mitigation and education programs to be developed in addition to the existing prevention program.

- The 2000 NFP gives direction to the Department of Interior, as well as the Department of Agriculture, recommending how to reduce the impact of wildland fires to communities.
- In 2001, the *10-Year Comprehensive Strategy: A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment*, was approved jointly by the Secretaries of Agriculture and Interior and the Western Governors' Association.
- In 2003, Congress passed the Healthy Forests Restoration Act designed to reduce hazardous fuels in the Wildland Urban Interface. This Act also permits/encourages local entities to develop Community Wildfire Protection Plans (CWPPs). Through CWPPs, local entities (usually communities, cities, or counties) plan for and take actions to reduce wildfire hazards and risks. The CWPPs can compel federal agencies to give consideration to community priorities when developing fire management plans or hazardous fuel reduction projects.

MEP Program Goals

- Improve prevention and suppression through increased interface with local communities through informational meetings, training, workshops and assistance funding.
- Reduce hazardous fuels through interactive coordination and planning between local communities and Bureau resource and fire management specialists.
- Restoration and post-fire recovery of fire adapted ecosystems by increasing public awareness and active planning and coordination with federal land stakeholders.



- Promote community assistance through coordination and collaboration between local communities and federal agencies to ensure proper planning, training and project implementation actions are coordinated and initiated in a timely manner.
- Foster working relationships with internal staff and external publics and partners in the development of an integrated statewide mitigation-education program

Roles and Responsibilities

Unit-level program direction and assignments for the Fire Mitigation/Education Specialist (MES) is provided by the specific Unit Fire Management Officer (FMO). Program communication and coordination will occur through the interagency framework of fire management specialists, including but not limited to: fuels specialists, FMOs, resource specialist, agency cooperators, local governments and associated public affairs specialists.

- Mitigation, Education and Prevention Elements of Performance (**Core Duties**)
- Educate communities regarding wildland fire with emphasis on:
 - Mitigation tactics, strategies and philosophies including FireWise
 - Incident preparedness and response
 - Rangeland, forest and ecosystem health
 - Public safety.
- Implement traditional prevention messages
- Act as liaison between partners, agency fire/fuels programs and the public
- Facilitate developing Community Wildfire Protection Plans (CWPPs)
- Coordinate and administer Rural Fire Assistance (RFA) and Community Assistance (CA) agreements
- At the unit FMO's discretion, serves as the local Trespass and/or Ready Reserve (RR) coordinator.
- Work with unit fuels specialists, FMOs, resource specialists, agency cooperators, local governments, and associated public affairs specialists to develop outreach products that communicate the key fire management messages, such as:
 - Fire restrictions and area closures
 - Local fuel conditions and fire danger indices
 - Planned and unplanned fire information
 - Fuels management project goals and locations
 - National Office and Predictive Service products
- Develop, implement and maintain a unit Fire Prevention Plan, which includes a fire prevention signing program
- Use state of the art communication and outreach tools, as appropriate, to maximize efficiencies and optimize capabilities (e.g., websites, social media, etc.)
- Unit-specific fire program assignments or collateral duties to be determined by local FMO (oil & gas education, fire information, safety coordinator, etc.)



Core Duties (70% of workload)

Rural Fire Assistance (RFA)

- Serves as the unit RFA program lead, which includes:
 - Formulating the Statement of Programmatic Involvement (SPI)
 - Evaluating applications
 - Prioritizing the requests at the local unit level in coordination with cooperating agencies
 - Ensuring grant recipient accountability

Community Assistance (CA)

- Assists in building cooperator and community capacity
- Serves as the CA program lead, which includes:
 - Defining and tracking targets in PMDS and/or NFPORS Community Assistance Portal

Community Wildfire Protection Plan (CWPP)

- Serves as the CWPP lead, which includes:
 - Defining and tracking targets in PMDS and/or NFPORS Community Assistance Portal
 - Coordinating within the unit and with CSO fire and fuels programs, state/local governments and Home Owners Associations (HOAs) to develop CWPPs
 - Assists in prioritization and identification of out-year fuels projects according to areas identified in CWPPs

Mitigation

- Coordinates fire restrictions for the local unit with field/district office staff and cooperating agencies

Education / Outreach

- Educates the public through presentations, workshops, meetings, press releases and brochures about the fire management perspectives and policies including:
 - FireWise program
 - Fire preparedness, new fire program policies, prescribed fire, forestry and forest health topics, etc.
- Uses social media to reach varied audiences, including:
 - Website postings, blogs, Inciweb, podcasts, etc.

Prevention

- Develops a unit-wide prevention plan, including a prevention signing plan
- Maintains and updates the unit-wide prevention plan, reviewing it annually
- Assists in the development of a unit fire restriction plan



APPENDIX B: MIFMU Vision Document

Core Values	
Passion for Safety Commitment to Service	Personal Integrity Dedication to Professionalism
Mutual Respect	
Vision	
Manage the magnificently diverse federal lands, which stretch from the Colorado/Utah border to the Continental Divide, with seamless interagency fire management.	
Mission Statement	
Provide interagency fire management expertise in support of public safety and interdisciplinary land management utilizing a highly skilled and dynamic organization.	
Fire Management Goals and Intent	
Foster a corporate culture and dedication to personal and public safety	<ul style="list-style-type: none">• Ensure all personnel return home safely following each day and every assignment• Utilize sound risk management practices prior to engaging in all fire and aviation activities• Integrate public safety in all planning and operations• Demonstrate exemplary safety leadership within the fire management organization
Manage fire and fuels ecologically across the landscape	<ul style="list-style-type: none">• Utilize 'Response to Wildland Fire' with emphasis on ecological restoration• Suppress fires, or portions of fires, that threaten public safety and resource values• Insure fire management objectives tier to Land Management Plans and Community Wildfire Protection Plans and that they are based on best available science• Develop Fire Management Plans across jurisdictional boundaries
Develop superior leadership at all levels of the fire organization	<ul style="list-style-type: none">• Strengthen leadership, diversify skills, and improve qualifications through training, mentoring, and detail opportunities• Develop personnel with a working knowledge of administrative, resource, and interdisciplinary processes to enhance career development• Utilize non-traditional recruitment and retention techniques to enhance diversity and attract future leaders• Maintain and enhance capability to support national incidents
Advance each agency's commitment to the interagency aspect of the program	<ul style="list-style-type: none">• Maintain open lines of communication between Executive Staff and empower resource specialists from the different agencies to interact.• Develop interagency fire and fuels management plans and implementation strategies• Continue to educate State and Regional Offices regarding interagency challenges• Force change in business and administrative processes that are currently limiting the effectiveness of the interagency program
Integrate all aspects of the fire program with resource management professionals	<ul style="list-style-type: none">• Promote cross-discipline development of both fire and resource employees• Utilize interdisciplinary and collaborative decision making processes• Establish and maintain open, clear, and direct lines of communication between fire management and other disciplines



Manage for fiscal integrity and responsibility	<ul style="list-style-type: none">• Manage all programs and incidents in a cost effective manner with oversight from Agency Administrators and Fire Managers• Improve political and financial support by utilizing partnerships and non-traditional funding sources• Ensure fuels project costs are commensurate with benefits• Maintain and enhance local Type 3 capabilities to increase incident management efficiencies
Emphasize community sustainability	<ul style="list-style-type: none">• Enhance the capability of federal lands to support appropriate and sustainable uses• Utilize local businesses to support fire management activities• Encourage the use of biomass for energy production and other products• Consider negative economic impacts of fire management activities on communities

Additionally, the MIFMU Public Information Officers have established additional goal and intent statements to to integrate communication and education to the core values of the organization.

Integrate communication as a tool to promote and support the fire organization	<ul style="list-style-type: none">• Provide internal and external education about fire's use, science, management and activities.• Integrate communication as a tool to further the fire organization.• Communicate success of fire program to internal and external audiences.• Foster positive relationships with communities through communication.• Integrate efforts among agencies and MIFMU to provide effective, efficient and coordinated incident communication activities.• Utilize Mitigation, Education and Prevention program to advance the communication goals of the fire program.
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APPENDIX D: Glossary of Terms

Administration Internal activities such as planning, budgeting, and training to support fire prevention activities.

AA Agency Administrator

AOP Annual Operating Plan

BLM Bureau of Land Management

CA Community Assistance

Campfire A controlled fire occurring out-of-doors used for cooking, personal warmth, livestock branding, lighting, ceremonial or aesthetic purposes. Any fire in which the primary fuel is wood. It may be an open fire or contained within a stove.

CDOW Colorado Division of Wildlife

Chainsaw A saw powered by an internal combustion engine, with cutting teeth linked in an endless chain.

Charcoal Fire Any fire which the primary fuel is charcoal contained within a barbecue, hibachi, or container other than a fire pit.

Closure An administrative action limiting or prohibiting access to a specific geographic or jurisdictional area for the purpose of reducing wildland fires or the risk it poses to life, property and resources.

Community Wildfire Protection Plan (CWPP) A document developed by a local area that defines the wildland-urban interface, and the proposed actions by the people and agencies in that area to reduce losses from wildland fires. CWWPPs are identified in the Healthy Forest Restoration Act of 2003 (HFRA) and must include collaboration between partners, prioritized fuel reduction projects and address the reduction of structure ignitability.

CSFS Colorado State Forest Service

DOI Department of Interior

Education A strategy designed to change people's behavior by creating awareness and increasing knowledge.

Enforcement A strategy used to gain compliance with fire regulations and ordinances.



Engineering An activity designed to reduce or eliminate fire risks and hazards.

Fire Education The changing of people's behavior and attitudes toward wildland fire by increasing awareness and knowledge.

Fire Prevention Order Closes public lands to entry or restricts use of designated lands.

Fire Prevention Activities such as public education, community outreach, law enforcement, and mitigation that are intended to reduce the incidence of wildland fire and the risks it poses to life, property or resources.

Fire Restriction Plans Forest Supervisors shall prepare a Fire Restriction and Emergency Closure Plan, Plans should be short term, stand alone, and easy to read, understand, and follow. To facilitate the approval of the Emergency Fire Closures, the Forest Supervisor is to forward a copy to the Regional Forester by May 1 each year.

Fire The burning of timber, trees, logging or thinning slash, brush, tundra, grass or other material such as but not limited to petroleum products, trash, rubbish, lumber, paper, cloth or agricultural refuse occurring out-of-doors and includes "campfire" as defined in this section.

FMO Fire Management Officer

Hazard Hazard is defined as having "*the potential to burn.*" Hazard is defined as the fuel and topography of the area.

HFRA Healthy Forests Restoration Act (2003)

Home Assessment Evaluation of a dwelling and its immediate surrounding to determine its potential to escape damage by an approaching wildland fire. Includes the fuels and vegetation in the yard and adjacent to the structure, roof environment, decking and siding materials, prevailing winds, topography, fire history, etc., with the intent of mitigating fire hazards and risks. This includes the potential for ignition from the structure to the wildlands; for examples embers from chimneys.

Human Caused Fire Any fire caused directly or indirectly by person(s).

INVF Fire Investigator

MEP Program Mitigation, Education and Prevention Program

MES Mitigation and Education Specialist



MIMFU Montrose Interagency Fire Management Unit

Mitigation Those activities implemented prior to, during, or after an incident which are designed to reduce or eliminate risks to persons or property that lessen the actual or potential effects or consequences of an incident. Mitigation measures can include efforts to educate governments, businesses, and the general public on measures they can take to reduce loss and injury and are often informed by lessons learned from prior incidents.

Natural Caused Fire Any fire caused directly or indirectly by lighting.

NFP National Fire Plan

NPS National Park Service

Patrol To travel over a given route to prevent, detect, and suppress fires. Includes interaction with the public for wildland fire prevention and educational purposes.

Permit A written document issued by an authorized agency representative to specifically authorize an otherwise prohibited act.

Portable Stove Fire Any stove using gas, jellied petroleum or pressurized liquid fuel.

Prevention Program Planned and implemented activities for reducing losses from wildland fires. These actions can include education, enforcement, mitigation and administrative activities done to meet program goals.

Prohibited Activity Any activity potentially causing wildland fires on public lands.

Restriction Measures taken by jurisdictional agencies to impose bans and or standards of use on certain activities to limit the potential ignition of wildland fires.

RFD Rural Fire Department

Risk The “*potential of a wildland fire ignition,*”, either human-caused or natural-caused.

RRP Ready Reserve Program

SA Special Agent

Stove Fire A campfire built inside an enclosed stove or grill including a space heating device.

USDA United States Department of Agriculture

USDOI United States Department of Interior



USFS United States Forest Service

USFWS United States Fish and Wildlife Service

Values Value is “*the potential for loss.*” Values are defined as natural or developed areas where the impacts of fire are undesirable or unacceptable.

Wildland Fire Any fire that burns vegetation, or in the wildland-urban interface area burns vegetation and structures.

WRWC West Region Wildfire Council